DOCUMENT RESUME

ED 252 644 UD 024 033

TITLE Job Training Partnership Act and Women. Jobs Watch Alert.
INSTITUTION Catholic Univ. of America, Washington, D.C. Center for National Policy Review.
PUB DATE 9 Jan 85
NOTE 16p.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Case Studies; *Displaced Homemakers; *Federal Programs; *Females; Government Role; *Job Training; Low Income; Older Adults; One Parent Family; *Program Effectiveness; State Government; *Welfare Recipients
IDENTIFIERS *Job Training Partnership Act 1982; Wider Opportunities for Women

ABSTRACT

The question of how women are faring under the Job Training Partnership Act (JTPA) has received little attention. Of particular concern is whether, and how successfully, JTPA is reaching and serving those sub-groups of women in poverty, such as displaced homemakers and AFDC (welfare) mothers, who face particularly difficult barriers to employment and self-sufficiency. U.S. Department of Labor officials, citing high levels of participation by women and welfare recipients in JTPA, claim that the program has been successful for these groups. But an analysis of State JTPA plans from the perspective of women's needs, recent returns from an independent assessment of JTPA impacts, and some reports from the field, suggest some serious deficiencies in JTPA's performance for women, particularly for those most in need of assistance. (Author/RDN)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

JobsWatchAlert

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
This document has been reproduced as received from the person or organization originating it.
Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

JOB TRAINING PARTNERSHIP ACT AND WOMEN

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
J. Loewen
Catholic Univ. of America
Washington D.C.
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

ED252644

The question of how women are faring under the Job Training Partnership Act (JTPA) has received surprisingly little attention and analysis. Of particular concern is whether, and how successfully, JTPA is reaching and serving those sub groups of women in poverty, such as displaced homemakers and AFDC (welfare) mothers, who face particularly difficult barriers to employment and self-sufficiency.

U.S. Department of Labor officials, citing high levels of participation by women and welfare recipients in JTPA, claim that the program has been successful for these groups. But an analysis of state JTPA plans from the perspective of women's needs, recent returns from an independent assessment of JTPA impacts, and some reports from the field, suggest some serious deficiencies in JTPA's performance for women, particularly for those most in need of assistance.

Women's Coalition Faults State JTPA Plans

"There were a few state JTPA plans that were legally inadequate and should not have been approved by the U.S. Department of Labor. Most of the rest met basic legal requirements, but were just plain poor on women's issues."

That was the overall assessment by Paula Roberts, an attorney with the Center for Law and Social Policy, one of several national organizations making up the Coalition on Women and JTPA, an umbrella group that is beginning to assess how effectively the Job Training Partnership Act is serving the needs of women.

A task force of the Coalition, led by Roberts and Ann Kolker of the National Women's Law Center, recently reviewed each state's JTPA plan for program years 1985 and 1986, using a variety of criteria, including:

- adequacy of targeting to welfare women, displaced homemakers and pregnant teenagers;
- provision of support services;
- inclusion of women and groups representing women on local private industry councils and state coordinating councils; and
- degree of sex stereotyping in the types of jobs and training provided.

US 024033

Reviewers were distressed by the general lack of concern with women's needs evidenced in the plans, by their poor quality overall, and by the failure of the U.S. Department of Labor (DOL) to call states to task in cases of obvious inadequacy. "In some cases I had the impression that the job of drafting the plan had been given to a summer student who didn't even know what the JTPA program was all about," Kolker said. "The job was being done just to meet DOL's requirements for form's sake."

Roberts was especially critical of the lack of specifics in most plans on how states expected to meet the JTPA statute's requirement that the welfare population (who are predominantly women recipients of Aid to Families with Dependent Children) be targeted for assistance. "We found an enormous amount of lip service in the plans on serving women," she said, "but so little detail that it leads you to believe that they didn't really know how to go about doing it."

Several findings on specific state plans point up the type of problems that were encountered:

West Virginia was judged to have the most inadequate plan, followed closely by California, Rhode Island, Vermont, and several states in the Southeast, which as a region did the poorest job of targeting assistance to women. "I found it particularly chilling how little mention

Jobs Watch Alert is a publication of the Jobs Watch Project of the Center for National Policy Review, Catholic University of America School of Law, 1751 N Street, N.W., Washington, D.C. 20036 Contact Morton Sklar (202) 659-1062

Wednesday, January 9, 1985

Paula Roberts, of the Center for Law and Social Policy, headed a review of state JTPA plans for the Coalition on Women and JTPA. Coalition Chair Ann Kolker, of the National Women's Law Center, is in the background.

of women was even made in the southeastern state plans," said Roberts. "Most acted as though women didn't exist, placing emphasis instead on ex-offenders and veterans. As an example, the Georgia plan talks at length in its introductory section about the important role that women play in the economy. But the plan itself just totally ignores their existence."

Deficiencies in several of the plans, including those from West Virginia, Kentucky, South Carolina and Mississippi, were seen by Coalition reviewers as serious enough to probably make them illegal under JTPA statutory standards. California, Kentucky and several other states, for example, covered only one year in their plans, despite JTPA's requirement that the current submission cover two program years. South Carolina's plan specifically precludes the use of supportive services despite the fact that the JTPA statute sets aside funds that can be used for this purpose where they are "necessary to enable such economically disadvantaged individuals to participate in the program."

In Roberts' view, plans that contain elements that limit assistance to women, or otherwise make it impossible for them to receive equitable service, such as those in several of the southeastern states, would be in violation of JTPA's nondiscrimination protections.

But there were also several positive elements in some of the state plans that Coalition reviewers cite as desirable models that deserve to be adopted more widely:

Arizona did an unusually good job dealing with *youth needs*, specifying how some of the state's eight percent "set-aside" money would be used for teen-age mothers and other at-risk youngsters;

Oklahoma's plan included a *review of the programs being given priority by each of their local private industry councils;*

Texas noted the need to develop *more accurate population data* (especially for Hispanics and dropouts)than was available from the Census Bureau, in order to *plan and target* services more effectively;

Pennsylvania included a *listing of all of the state JTPA coordinating council members* and their affiliation—one of only five or six states to do so—making it possible to assess whether it was representative, and making it easier for the public to become involved in the council's activities;

Iowa was the only state that spelled out a commitment to use *minority and female-owned firms* for supplying and servicing JTPA contracts;

South Dakota specified that *child support payments would not be counted as income* in determining eligibility for JTPA;

Ohio and **Illinois** did a good job in requiring *meaningful supportive services* to be provided to program participants; and

Minnesota made provision for special assistance to *displaced homemakers.*

Massachusetts was judged the state plan that was best overall, incorporating many of the positive features of other plans, such as a commitment to provide supportive services, and the identification of each PIC's activities. It also added several other elements not generally seen, notably a strong emphasis on *remedial education* as an available JTPA training component, and the creation of a *welfare task force* as part of the state JTPA council, in an effort to promote more effective coordination with the welfare program.

The Coalition is considering a variety of steps to make the states more aware of their JTPA plan oversights relating to women, and to encourage wider use of some of the more positive elements that were identified as models for various areas of need. Contacts with each state governor and JTPA council, making them aware of the merits and deficiencies of their current plans, may

Cheryl Lynch, of the Children's Defense Fund, is one of the members of the Coalition on Women and JTPA.

be a first step, so that positive improvements can be made when the process for future program year planning begins this summer. Meetings with U.S. Department of Labor officials and Congressional oversight committees also are a possibility, given DOL's apparent failure to monitor the state plans, and to assure that they are properly meeting statutory mandates.

Critical to all of these proposed follow-up efforts will be efforts to alert local groups around the country involved with women's issues so that they can become more involved in seeking improvements in their states' JTPA plans. These local groups can play an essential role in monitoring developments at the state and local levels, and in assuring that adequate targeting of JTPA assistance to women is taking place in their communities.

Coalition members stress that the state plans are important, but that they are only one part of the new JTPA process that needs to be examined to see if women's employment and training needs are being met effectively. Actual participation and placements in jobs with decent income and advancement possibilities are the real tests of whether the state plans, and the JTPA process, is working well for women.

Additional information, inquiries and requests for assistance on the Coalition's efforts should be directed to Paula Roberts or Ann Kolker, 202/872-0670. **JWA**

JTPA Is Missing Displaced Homemakers and Older Women

By Milo Smith

The author, founding director of the Displaced Homemakers Center in Oakland, Calif., is one of the unsung heroines of the women's movement. When she unexpectedly became a displaced homemaker in her mid-years because of her husband's death, she found herself unemployable because of a long period of absence from the labor market, and deprived of her husband's pension rights because they did not include surviving spouse protections.

She took a job at a mortuary where part of her responsibilities included comforting the newly widowed. From these experiences, and her own, she saw the need for dealing with the needs of displaced homemakers in a more meaningful way. This led her to work for the establishment, in 1976, of the nation's first center for displaced homemakers, and then to a leadership role in a successful campaign to obtain funding and a statutory charter for her center from the California legislature. The legislation that resulted became the model for the development of similar centers nationwide, with four hundred opening around the country within five years.

In this article, Smith reviews some of the problems and issues faced by the displaced homemaker, and discusses some of the Job Training Partnership Act's shortcomings in dealing with them.

Smith can be contacted at the Displaced Homemakers Center, 477 15th Street, Oakland, Calif., 94612, 415/855-5227.

Do you know a "displaced homemaker"? Of course you do, everybody does. But you may not have connected this not-very-flattering description to your mother, your mother-in-law, your Aunt Mary or the Widow Brown next door.

Think about it. They are all middle years or older women, who, through widowhood or divorce, have lost their lifetime jobs as housewives and mothers. With this changed status, they have also lost their means of support.

After the initial shock of suddenly finding themselves on their own (possibly for the first time in their lives), they gradually become aware of the devastating reality of their present economic condition.

A review of their monetary resources usually results in one salient fact—the "widow's mite" or the "dissolution settlement" will not provide income for the projected balance of their lives. A long, lingering illness of the

husband or some other costly crisis situation has left many of them destitute. The majority are too young for survivor's benefits under Social Security, and, for a large segment, the husband's pension plan departed with him.

These women need jobs, and often have at least 25 productive years ahead of them, but they frequently are denied training assistance because they are classified as unemployable. This is one of the paradoxes of our society. Recognizing that women are living longer in good health, we operate under outmoded policies that deter them from remaining productive and contributing members of the mainstream. Not only do these women face personal barriers to entering the labor force later in life, but they are also confronted with the systemic barriers of ageism, racism and sexism. In the main, they are not considered a very appealing target group for most employment and training programs. In fact, it almost appears as if there were a concerted effort to keep them hidden. They are not included in unemployment statistics because they have no recent work experience (many have never worked for wages). In some cases they are subsumed in "discouraged workers" statistics. Some are classified as "older workers," but the general implication is that the older worker is a male, and there has been little effort nationally to assist women in the portion of the Job Training Partnership Act (JTPA) that sets aside funds for the training of older workers.

The Comprehensive Employment and Training Act (CETA) recognized the displaced homemaker as a significant segment requiring special attention, and provided monies for programs geared to their particular needs. But with the transition to JTPA, the majority of these programs did not fit the new directives, and consequently folded. Again, the displaced homemaker was ignored.

There have been recommendations that the "10% window" in JTPA (for those not necessarily meeting poverty standards) be directed to assisting displaced homemakers. Underlying this suggestion is the mistaken implication that displaced homemakers do not fit into the category of the economically disadvantaged. Even so, this opening has not been properly utilized to improve the targeting of assistance to older women, as most SDAs have opted to reserve these monies to cover possible penalties they might incur through audit exceptions for ineligible participants.

The concept of women as older workers has not yet permeated the social consciousness of this country, despite the proliferation of research and information which has surfaced in the past 10 years that amply demonstrates their need. A review of the waiting lists and the participant profiles of the Senior Employment programs funded under Title V of the Older Americans Act (OAA) is an excellent indicator of the need for additional employment assistance for middle-aged and older women, because women make up the majority of enrollees in these programs. Of note is the fact that the underlying premise in the OAA is that this work provides only supplementary income, part-time work at minimum wage, even though for many women it is their only income. At age 55, they are not eligible for Social Security, and in addition are victims of past pension inequities.

Milo Smith, who helped begin the nation's displaced homemaker movement in Oakland, Calif., in 1976, gave testimony on the impact of JTPA on older women at a session of the U.S. Department of Labor's Women's Bureau in Sacramento.

Women's Poverty Needs Different

There is a simple reason why JTPA is not responding to the needs of displaced homemakers and other women in transition. There is a total lack of understanding on the part of private industry councils (PICs), and others concerned with the implementation of JTPA, of the fact that the elements leading to the impoverishment of women are entirely different from those that affect men, and therefore require quite different treatment. The "male pauper model" that is the basis of most program planning implies a work-life history. It concentrates on short-term exposure to job search techniques and resume writing. That is the direction JTPA is taking. But it is not the correct approach for welfare mothers, battered women, displaced homemakers and handicapped women. People who have work skills do not have the same needs as those who are burdened by serious disadvantages, multiple deterrents and no work history. JTPA does not seem to allow for these differences. It prefers the "quick-fix" approach that yields low-paying, exploitative work for women, with negligible opportunities for upward mobility.

In reviewing the August 13th issue of *Jobs Watch Alert*, on JTPA and Dropout Youth, the very same themes that point out how JTPA is not responding realistically to the needs of drop-out youths could be taken verbatim and applied to the lack of constructive response to women's special needs.

JTPA programs tend to be structured to deal with the trainee who is motivated, has skills, is practically job-ready and needs little support services or remedial assistance. PICs, made up mostly of business people, can relate to this trainee profile, but have little sensitivity to the larger pool of economically disadvantaged for whom the legislation was supposedly enacted.

If JTPA performance by the four service delivery areas (SDAs) in the Oakland area is any indication, the picture for women is extremely bleak. They operate only one program geared and targeted to women, and that one is designed exclusively for older women.

Even the structure of that one program misinterprets the needs of its intended participants to some extent. It provides 30 hours a week of classroom training—far too much for older women who are not used to classroom work and who have not been out of the home for extended periods for many years.

What is apparent in the Oakland area is that the SDAs think they can adequately meet their stated goals for women participants by simply counting the women who happen to have enrolled in training that is geared to a male-oriented structure, and does not meet women's needs effectively. Certainly the SDAs will claim that they have met their numerical goals. But when you look beyond the figures, and examine closely the training that is being offered, you will see the major gaps, inconsistencies and deficiencies in what is being done for women under JTPA.

Job search techniques and resumé writing skills have little utility for women dealing with family crisis, women who lack basic job skills, and women who have long been out of the workplace. They are putting the cart before the horse, and then telling you the cart is all that's really needed. What it really amounts to is no more than the creative use of statistics. Women are not being helped into the labor market by the existing JTPA training programs in this area. Nor do the participation statistics alone show, as we know is the case, that women who are placed in jobs are earning significantly less than their male counterparts.

Older Worker Funds Unspent

Perhaps one of the best indicators of how little the existing JTPA process is geared to women's needs is the fact that so little of the special older workers portion of JTPA (the 3% set aside) is being spent. The PICs simply do not know what an older workers program should consist of and do not recognize the kinds of special needs that older women face. This is an example of how the PICs' general lack of orientation to these areas of need has translated into a lack of action, even where resources are available and begging to be spent.

The nation's first Displaced Homemakers Center, in Oakland, Calif., has as one of its top priorities the dissemination of more information on the "feminization of poverty" to the Oakland PIC staff and members. Without an understanding and knowledgable grasp of the needs and problems faced by women in poverty, there can never be realistic planning. Instead, we will continue to see reactive, band-aid approaches to training that result in splintered and inefficient programs that do not adequately meet women's needs.

It is also important to be alert to any bias on the part of service providers. Note that significantly more men are being processed through on-the-job training, while most women are receiving classroom training. One Oakland area service provider's response to this glaring inequity was that "men need income right away, and women can take the longer classroom training because they have their welfare support."

In the two counties and four SDAs covered by our work, almost 50,000 women have been designated as displaced homemakers, yet there has been little or no action on the part of the SDAs to develop appropriate training for them. If allocations and action are compared to statistics on the level of need, it is clear that the Oakland area's JTPA performance is falling far short for displaced homemakers, and for women in general. Unfortunately, that circumstance seems to be a typical one nationwide, and may be an indicator of basic flaws in the JTPA system as far as women are concerned. **JWA**

Women Facing Problems Under JTPA

By Nancy Dalby

Increasing concerns are being voiced that women are not receiving equitable and effective service under the Job Training Partnership Act (JTPA). The reasons range from problems in the structure of JTPA itself, to deficiencies in local implementation that demonstrate both a lack of understanding of the special needs of women, and, in some cases, outright discrimination. Until women are served more effectively, the stated goals of JTPA to reduce welfare rolls and unemployment will never be reached, for women make up large proportions of both populations.

Studies designed to look at the particular job training needs of women are scarce, and rarely comprehensive. This is indicative of the prejudice and lack of understanding that exists about the problems faced by a disadvantaged woman seeking to find a place in the economy. The studies that are available do show that women suffer from unique problems, and that considerable employment gains are possible when programs are designed to serve women's needs. They include:

Increasing the Wages of Disadvantaged Women, issued by the National Commission for Employment Policy, includes a review of the Comprehensive Employment and Training Act (CETA): "Is It Equitable for Women?" by Sue E. Berryman and Winston K. Chow), 1981.

Federal Job Training Programs and Employment Outcomes: Effects by Sex and Race of Participants, issued by the Wellesley College Center for Research on Women, 1984.

Seventh Annual Report: The Federal Interest in Employment and Training, by the National Commission for Employment Policy, 1981.

"Expanding Options for Women In the Southern Work Force," by Stuart Rosenfeld, *Foresight,* Vol. 2, No. 3, July 1, 1984.

"Working Paper on Issues of Women and the Economy," by the National Governors Association Center for Policy Research, 1984.

Taken together, these reports tell the story of female unemployment and under-employment, and what we have learned from past efforts to remedy it. The studies make some basic findings:

- Women are segregated in the workforce into the lowest paying and most non-technical occupations.
- Women tend to have weak self concepts as workers and face discriminatory attitudes by employers.
- Women are, in increasing numbers, living in poverty.

These facts are not only troublesome to women, but to society as a whole. Chronic joblessness and poverty among women mean heavier economic burdens for all. Since women are still the primary caretakers of children, society must not only bear the brunt of lost revenues, lost economic productivity and higher welfare costs, but also the higher costs associated with the problems that exist for children raised in poverty.

We know from the statistical studies that have been done that the vast majority of women in poverty want to work and be self-sufficient. We also know that there are some effective models that show how to make that happen, and that it will be less costly to society in the long run to make the types of long-term training investments most likely to produce positive results.

Nancy Dalby is an attorney working with the Jobs Watch Project. She is conducting an analysis of the treatment of women's needs and issues under JTPA.

Dimensions of the Problem

The relationship between being female, being poor, and being unemployed or underpaid, is well documented. There is a trend toward the "feminization of poverty," so that today two out of every three persons below the poverty level are women, and half the families below the poverty level are headed by single women. Women earn, on average, only about 60% of what men earn. Sixty percent of working women, but only 28% of working men, earn less than $15,000. Married women with college degrees have an average earning of only $10,680, compared to an average of $11,250 for married men with only eight years of schooling.

These large earning gaps reflect the occupational segregation of women into low-wage service jobs, and low-skill manufacturing jobs—a pattern that tends to be reinforced by sex role stereotyping and vocational tracking in our educational system.

The problem does not arise because women have less education—women are as likely to finish high school as men, and go to college in similar numbers—but with the types of labor market preparation that schooling provides. In a comprehensive study of women and employment, the National Commission for Employment Policy (NCEP) found that the quality of education for boys and girls is very different. Even when they take the same courses, sex-role socialization detrimental to girls' future employment prospects occurs, resulting in a lowering of expectations of success at performing a variety of work related tasks. Girls also tend to be under-enrolled in courses, such as math, that would tend to help prepare them for a broader range of technical jobs, training, and higher education.

Even with the disproportionate number of women in poverty, and in low-paying jobs, the research shows that federal job training programs, obstensibly designed to serve this group, have not equitably or effectively served women, a deficiency that apparently is now being continued under JTPA. Berryman and Chow, in a study done for NCEP, found that eligible women were underrepresented in all CETA titles for all fiscal years, except in Title I in fiscal year 1978. They also found that, relative to men, CETA integrated fewer women into the workplace (concentrating on classroom training rather than on-the-job training) and into "serious" jobs intended as transitions to unsubsidized employment. They note that women may have been assigned in greater numbers to classroom training because this is where preparation for the more traditional types of female jobs (such as clericals) occurs.

The NCEP study found that for long-term self-sufficiency, women are likely to fare much better from training and placement in the higher paying non-traditionally female jobs. They also concluded that traditional female jobs often offer less in wages and benefits than a woman would receive from welfare and other transfer payments, providing little incentive to be employed.

Early indications are that problems related to inadequate and ineffective assistance to women under CETA may be even worse under JTPA.

JTPA Participation is a Problem

Women are not specifically targeted as a group under JTPA, as much as they were under CETA. The special allocation for displaced homemakers that was part of CETA has been dropped under JTPA. JTPA does mandate that welfare recipients be served on an equitable basis in relationship to their proportion of the eligible population. But some jurisdictions are meeting this requirement by serving predominantly male general assistance recipients, rather than predominantly female Aid to Families with Dependent Children (AFDC) participants, who are likely to be more costly to serve because of child care needs. For example, the Women's Council of the Wisconsin Governor's Office studied the job training plans of various Wisconsin counties and found that, in many of the plans, general assistance recipients would be served at twice the level of recipients of AFDC.

Nancy Dalby, attorney working with Jobs Watch, prepared the analysis of the impact of JTPA on women for this Alert.

Welfare agencies in many jurisdictions have been compounding the problem of under-representation of AFDC women in JTPA, and actually discouraging their participation, by threatening to reduce or terminate their AFDC benefits or food stamps if they enroll in training (see *Jobs Watch Alert*, June 25, 1984, page 15, and April 10, 1984, page 4, describing the impact of such policies in Washington State, Portland, Ore. and New Hampshire). They have been pursuing this approach under the theory that being involved in training would make a participant "unavailable for work," even though training would improve a recipient's prospects for employability in the long term. JTPA's avowed goal of promoting a more coordinated approach between welfare and job training programs has been undermined in the process, at the same time that AFDC mothers have been denied training opportunities.

One example of how the structure of JTPA itself helps to produce a built-in bias against participation by women was recently brought to the attention of Jobs Watch by Carmen Estrada of the Western Center on Law and Poverty. A local SDA administrator in Englewood, California brought to her attention the fact that the U.S. Department of Labor's new JTPA performance standards (issued February 2, 1984) established a 113% negative weighting for participants who are single heads of households. These standards are used to help assess the adequacy of SDAs' training programs, and their qualification for incentive payments under the statute. According to Estrada, this weighting system will have severe negative impacts on women and on AFDC mothers, by penalizing SDAs that serve them, and establishing a built-in disincentive to participation by women, who make up such a large proportion of single heads of households in poverty.

Women's Groups Are Excluded

With a shift in emphasis to the private sector under JTPA, community-based organizations (CBOs) and women's groups have tended to be excluded or under-represented on local Private Industry Councils (PICs), and as service providers. Without their input or influence, policy decisions are being made that reduce the likelihood of successful outreach and participation by most disadvantaged women. There also is less likelihood that the types of training and support services geared to the special needs of women in poverty will be provided, such as remedial and communication skills training, and childcare services.

Carmen Estrada, of the Western Center on Law and Poverty, has raised a question on the impact of JTPA performance standards on women.

In Washington, D.C., for example, one of the most successful programs that is tied to the women's community, Wider Opportunities for Women, has received only 25 JTPA training positions, despite its proven track record working with poverty women, and the fact that 70% of the area's JTPA target population is female.

Inadequate Support Services

Because women in poverty face a host of special problems, particularly those related to child care, support services must be critical elements of training programs designed to serve their needs. Yet the latest results from the Grinker, Walker assessment of JTPA (reviewed in the December 19, 1984, *Alert*) confirm that most jurisdictions are choosing not to spend even close to the amounts allocated for support services by the JTPA statute. Some jurisdictions and states have excluded them as allowable expenditures entirely.

Where this problem comes out most clearly is daycare. Since AFDC recipients are, by definition, parents (mostly single mothers) of young children, daycare is an absolute necessity if job training is to be a viable alternative for them. But child care also tends to be costly. As a result, PICs are tending not to provide daycare assistance under JTPA, and justify this deficiency by claiming that adequate daycare already is available under Title XX of the Social Security Act, or from other sources. Those working more directly with AFDC mothers disagree.

Deborah Murdock, with Oregon's Community College Association in Salem, is among those who have expressed concern about the inadequacy of child care services for prospective JTPA trainees. She strongly disagrees with the claim being made by PICs that high participation rates for women prove that child care is not an obstacle. As evidence, she points to a recent report on JTPA implementation issued by a committee of the state legislature pointing to the lack of day care as a major deficiency, and calling for the state to step in to guarantee adequate day care assistance whenever the local service delivery areas do not.

Gary Walker, of Grinker, Walker and Associates, reviewed the results of the only comprehensive, independent analysis of JTPA that has been done, before the National Commission on Employment Policy.

Other Deficiencies

Stuart Rosenfeld, director of programs and research for the Southern Growth Policies Board, recently made an intensive evaluation of four women's training programs in the southern states. Among the major weaknesses he found are:

A tendency to screen out lower-income women who lack basic skills. This criticism is confirmed by Wider Opportunities for Women, noting that their JTPA contract requires applicants to have an 8th grade performance level (not just to have completed the eighth grade) in order to qualify as participants, effectively precluding participation for many of the most needy applicants. The problem is compounded by the fact, as the Grinker, Walker study has found, that little or no remedial academic training is made available under JTPA that would make it possible for poor academic achievers to participate and receive academic training as part of their job preparation.

Lack of funds to support the very poor during training. No income stipends are permitted under JTPA, making it difficult, if not impossible, for poorer people to participate. Needs based payments are available, and could provide an alternative source of income support. But they appear to be underutilized by most SDAs, consistent with the severe limitations that are placed on support services more generally.

Short-term training makes it difficult to provide adequate preparation for some occupations.

Some Places Where JTPA Has Worked for Women

While these experiences are far more typical of the difficulties in obtaining funding for programs targeted for women under JTPA, there are a few examples of jurisdictions where positive results have occurred.

In Wisconsin, the governor's office established a Women's Council to study how Wisconsin's women were faring under JTPA, and to improve the program's delivery of services to them. Based on the Council's finding that there was inequity and ineffectiveness in service levels to women, the Governor's Employment and Training Office funded a year-long technical assistance proj-

ect, called Making JTPA Work for Women, that is especially designed to improve JTPA targeting statewide.

The Women's Council study that produced this result was based on a comprehensive analysis of JTPA operations, and all SDA plans in the state. The report concluded that while all the plans made reference to women's needs, overall they lacked consistent evidence of an awareness that women's needs are different from those of men, and require different treatment.

Child care needs were one example cited in the report. Welfare recipients in one county were required to use licensed facilities for day care (a desirable policy), but the reality was that the only facility of this type that was available charged $20 a week more than the expense subsidy permitted under the program. At other locations, day care centers that were used reported excessive delays in getting reimbursements when they accepted JTPA referrals. The result was that, as a practical matter, welfare mothers could not participate in JTPA.

Several counties were found to have imposed restrictions on welfare recipients that prevented them from participating in training outright.

The problem, according to Ann Brickson of the Making JTPA Work for Women office, is that under current JTPA policies that emphasize lower cost placements, "SDAs are getting the message that funding of supportive services is to be discouraged, and they are taking it to heart." As a result, AFDC mothers with child care and other needs are being overlooked, often in favor of general assistance recipients, who tend to be single and male. Brickson found that general assistance recipients were being targeted at two, three, or even four times their level of incidence in the overall welfare population, thereby reducing the allocations to AFDC mothers.

But despite these problems, some headway is being made for women in Wisconsin's JTPA system because of the special efforts that have been initiated to assess their training needs, and to evaluate whether the program is responding adequately to them.

Another example of how JTPA can be made more responsive to women comes from Pittsburgh, where a JTPA contract was developed with the city's YWCA and a group called Venture Concepts, a Washington D.C. consulting firm, to promote small business entrepreneurship for women. The program combines classroom training with a period of internship at an operating small business. But it was not easy to get the JTPA system to respond to the idea of dealing with business training as opposed to more traditional job skill assistance. Venture Concepts has been trying to fund similar projects under JTPA in other localities, with little success.

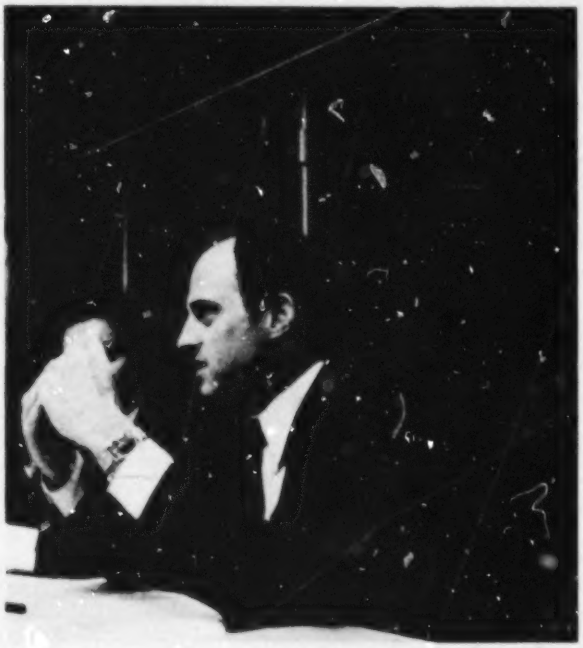
The overall message is clear. There are substantial barriers in the existing JTPA process to the types of more effective program approaches that are most likely to make a difference for women in promoting long-term self-sufficiency. Efforts, such as those in Wisconsin and Pittsburgh, specifically targeted at women's needs, and aimed at the types of non-traditional placements that will make the most difference in terms of income, are few and far between. Successful models, such as those being attempted by Wider Opportunities for Women, and the YWCA's entrepreneurship initiative, are largely ignored by SDAs and PICs as they plan their JTPA expenditures. These tendencies can be attributed to JTPA's emphasis on fast, low-cost placements. The numerical goals for participation and placement of women are being met. But the real needs of women that relate to employability and earnings capacity are not, especially for those, such as AFDC mothers, who require longer and more costly assistance. **JWA**

Women's Bureau Effort on JTPA Starts, Slows

The U.S. Department of Labor's failure to monitor the adequacy of state Job Training Partnership Act (JTPA) plans has been identified by the Coalition on Women and JTPA (see article on Coalition, this issue) as one area where the federal government's inaction has had an adverse impact on women. A similar problem may be developing with respect to the Women's Bureau of DOL, which has special responsibilities to assess, and to assist in promoting, the progress of women workers.

Initially, when JTPA was first being implemented, the Women's Bureau saw the need to focus some attention on the new program, and to spotlight some of the issues of special importance to women that the new training system was generating. JTPA orientation meetings were held by regional offices of the Bureau at a number of sites around the country.

Although the effectiveness of these meetings was reportedly mixed, the one attended by Jobs Watch, held in Sacramento, Calif., did a reasonably good job of exploring at least two of the major concerns of women under



Karl Grossenbacher, chief of California's JTPA office, spoke before the DOL Women's Bureau meeting on women and JTPA in Sacramento, Calif.

JTPA: adequacy of day care services, and the unavailability of training assistance for displaced homemakers and other older women workers. Participants had the opportunity to review JTPA implementation issues involving the adequacy of service to women with Karl Grossenbacher, chief of the state's Job Training Partnership Office. He fielded questions on such concerns as Los Angeles County's proposed plans (since reversed—see *Jobs Watch Alert* of June 25, 1984) to limit assistance to predominantly male general assistance recipients, thereby excluding women.

A comprehensive report on the findings that resulted from the Bureau's series of JTPA meetings was drafted and submitted to the Secretary of Labor, and to the Assistant Secretary for Employment and Training, in June. But thus far, no response has been received. This lack of response, together with a general disinclination at DOL to take a more active role in JTPA implementation, has made it difficult for the Women's Bureau to formulate its own agenda for follow-up on its JTPA orientation meetings. Discussions are still taking place at the Bureau on the kinds of follow-up that would be appropriate at the national level. In the meantime, some of the individual regional offices of the Bureau are carrying out some of their own efforts.

According to Roberta McKay, former director of the western regional office of the Women's Bureau, and now senior economist with the national office, several regional offices are trying to find ways to work with the governors and service delivery area officials to "correct some of the problems that were raised at the JTPA orientation sessions."

In the western region, for example, two demonstration projects have been funded—a program for displaced homemakers in Contra Costa County, and a project to evaluate the special problems and needs of black, oriental and other minority women in the San Francisco Bay area.

But McKay points out that many of the issues and problems that came out of the orientation meetings were common to all of the regions, and call for a uniform response at the national level. She is hopeful that further discussions at the Bureau will lead to some additional national initiatives to complement the regional efforts already taking place, but points to the Secretary of Labor's lack of response to the first JTPA report as holding things up to some extent.

There are a number of steps that might be appropriate and useful and deserve to be considered by Women's Bureau. Following the pattern set with the orientation meetings, a series of regional sessions could be held to provide some post-implementation assessments on how JTPA is meeting the needs of women. The goal would be to look beyond the numerical participation rates in order to get a clearer picture of some of the program's impacts on women, and its effectiveness in dealing with the special concerns that relate to the training of welfare mothers, teenage parents, displaced homemakers and other groups of women in poverty.

A second valuable contribution that the Bureau could make, that would be entirely consistent with DOL's desire to reinforce positive performance under JTPA, rather than punishing noncompliance, would be to help identify some effective program models that are doing a good job of serving women, and to encourage local service delivery areas to make use of them in their JTPA planning.

Because they are part of DOL, and subject to the

Roberta McKay, former western regional administrator of DOL's Women's Bureau, organized several orientation sessions on women and JTPA.

constraints of DOL's "hands off" policy on JTPA, it may be difficult for the Women's Bureau to carry out an active campaign to improve the program's impact on women. But if its own report from the regional orientation sessions, and the Women's Employment and Training Coalition's analysis of state JTPA plans, are any indication of the extent of the need, then the Women's Bureau will be hard pressed to not become more directly involved in remedying some of the concerns that are being raised. **JWA**

WOW: A Case Study of the Struggle to Meet Women's Job Needs Under JTPA

The experience of Wider Opportunities for Women (WOW) in Washington, D.C., is an example of how difficult it is to get funding for programs specifically designed to overcome the employment problems faced by women. Though the majority of participants in government-funded job training programs in the District of Columbia are female, only two programs are specifically designed for women.

The good news, however, is that the struggle of WOW and other organizations to sensitize key political and business leaders to the needs of women has begun to pay off. Members and staff of the DC Private Industry Council (PIC) show an awareness of the special needs of women trying to enter the job market. The DC Department of Employment Services (DOES) has made some changes to improve its assistance to women. And Mayor Marion Barry recently formed the Mayor's Coordinating Council on Self-Sufficiency to focus on moving welfare recipients, mainly single mothers, toward economic independence.

WOW was started 20 years ago to promote equal employment opportunities for women. It has grown from a local volunteer organization in Washington, D.C. to a national, multi-faceted women's employment organization. WOW and its 160 affiliates around the country serve 250,000 women a year, the majority of whom are disadvantaged.

WOW provides a comprehensive approach to helping women prepare successfully for "non-traditional" jobs, those that have been regarded as men's work and which are usually higher-paying than traditional women's jobs.

WOW programs provide skills training; remedial education in mathematics, science and communications; graduate equivalency degree (GED) preparation; support services, such as child care, transportation and legal and housing assistance; physical conditioning; counseling services that help women improve their self image; and direct services like job development, job search and interviewing techniques. WOW currently operates two training programs in D.C.: one for JTPA participants and the other for minority single mothers. The

former has 25 training positions and the latter serves about 250 women a year.

Special Programs Help

There is substantial evidence that programs, such as WOW's, designed specifically for women, pay off in increased self-sufficiency for participants. These programs are designed differently from those whose principal focus is the unemployed male. Most of the women with employment problems have either no work history, or a spotty work history heavily impacted by the responsibilities of child rearing. They often are unaware of the availability of training and employment in the types of non-traditional jobs that offer a better shot at economic independence. Support services, including child care and transportation, are typically required for a single mother to even contemplate participation in a training program.

In the spring of 1984, WOW applied to the DOES for funding to train 50 women to repair business machines and electrical appliances at a cost of $225,000 in JTPA money. It was awarded just $100,000 for 25 positions. WOW, with the help of D.C. Councilwoman Charlene Drew Jarvis, pressured DOES to raise the amount to $125,000.

The DC PIC also approved funding for 30 positions in a program to aid Chinese immigrant women, operated by the Chinese-American Women's Association. Together, this means that just 55 of the 2,656 JTPA-financed training positions in Washington are in programs specifically designed for women.

(Washington will receive $6.7 million in JTPA funds for the program year that ends next June 30. In addition, it has appropriated $11.6 million of its own money under its Youth Employment Act to finance 3,991 training positions in the fiscal year that began October 1. The PIC handles the contracting for 445 JTPA positions costing $706,873 and 350 YEA slots that will cost $337,000. The DOES disburses the rest, though the PIC must approve programs financed by JTPA money.)

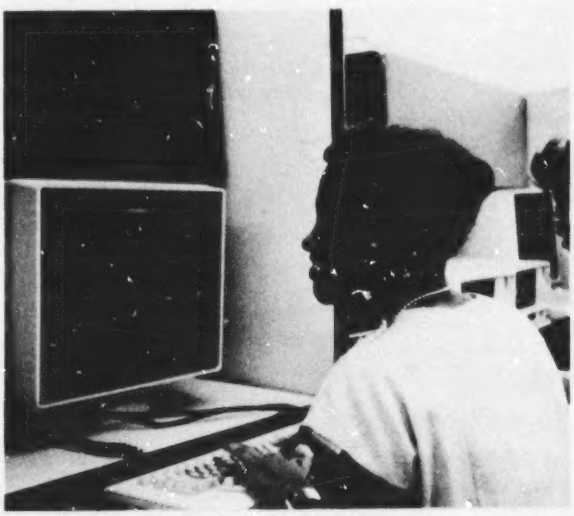
Problems Mount

The sharply reduced level of JTPA funding was not the only problem faced by WOW. Under the law, DOES must certify participants as eligible under JTPA. The assumption is that DOES will dilligently recruit appropriate persons at its several service centers around the city and send candidates to WOW. Ideally, this process should produce two applicants for each training position. But the system did not work very well, and only 37 candidates eventually were certified and sent to WOW. WOW itself had sent 90 women who had contacted WOW directly to the appropriate DOES service centers for certification, and only two were ultimately certified. The delay in certification pushed back the start-up date for the program nearly a month-and-a-half to September 10.

More serious to WOW was the apparent inability of DOES to carry on appropriate outreach for the type of women who would benefit from the program.

Avril Madison, executive director of WOW, acknowledged that "DOES has made some attempt to work out these problems." DOES sent some of its job counselors to training provided by WOW, and the agency also has run public service announcements calling attention to the program.

One of the principal stumbling blocks to certification is the requirement imposed by the JTPA plan that applicants be able to perform at the eighth grade level. WOW



WOW and other women's groups see the need for expanding JTPA training for women beyond the traditionally "female" occupations into higher-paying, non-traditional fields.

insists that this is simply unrealistic because most of the disadvantaged women it serves perform at about the fourth or fifth grade levels.

A major obstacle to women participating in any training program is a lack of adequate support services. The participants at WOW are no exception. Although the DC government has made a commitment that it will provide child care to any woman who needs it to attend training, WOW has found it necessary to start its own support services fund. It is asking private industry for contributions and scholarships because the JTPA day care allocation and other child care options have not been satisfactory. Most of the WOW participants are eligible for subsidized child care while in training. But subsidized child care for children under two, and for child care before and after school, is simply not available.

Problems also exist with training reimbursements to help cover transportation costs for recipients of Aid to Families with Dependent Children. Participants can only apply for their reimbursements after enrollment, and it takes two to six weeks before the first check arrives. This leads to absenteeism among women unable to stretch their AFDC grants to cover transportation and other job-related expenses.

Madison believes that reliance on the private sector under JTPA has made the system more susceptible to "creaming" and to poorer service to women. "Industry knows how to train a certain population but not the disadvantaged woman," she said. "And there is no emphasis on partnership." Of the 55 members of the DC PIC, only one is a representative of a community-based organization and only one can be identified as representing the interests of women, she added.

WOW also has problems with the performance-based contracting required by JTPA. First, it makes it harder for CBOs to compete for contracts because their programs typically are designed to help the hardest-to-serve population, who are more difficult to assist and to place in jobs. Also, the performance-based contracting limits training to 35 weeks, with all participants starting and finishing at the same time regardless of their skill levels or how fast they learn. A graduate must then be placed within 30 days after completion of the program to be considered a successful placement under the contract. This high-speed, low-cost formula does not match the needs of the hardest-to-serve, including the women in poverty that WOW is trying to reach.

"What would work better is an open-ended program where you might have two or three persons to place at any one time," said Carolyn Tapscott, director of WOW's non-traditional work training programs. "But under the present system we must place 25 women in a market that doesn't have 25 openings at a time."

Councilwoman Jarvis still is troubled about the experience with the WOW contract. "It sensitized me to what I perceive to be . . . a conflict between training for males and females," she told *Jobs Watch Alert.* "They (the job training structure) perceive that women who are single heads of households are competing for jobs with males." Jarvis, who heads the committee that oversees employment and training in D.C., pledged to monitor the situation and to raise complaints if this attitude produced discrimination against women in training programs.

These frustrating experiences come in the wake of research that shows how beneficial programs designed especially for women can be. It cost WOW $3,500 to train each participant in 1983. The result was a starting wage of up to $9 an hour and an average wage at placement of $6.45 per hour. This achievement far exceeds the average wage for placements under JTPA more generally. The Rockefeller Foundation, which provides $250,000 a year for the minority single mother program at WOW, found that the average participant needs a wage at placement of at least $4.58 an hour to achieve self-sufficiency.

The D.C. PIC recently placed 19 women in word processing jobs in the medical field at starting salaries ranging from $5.75 to $6.75 an hour. This is higher than the 1983 average adult wage at placement of $5.08 an hour achieved in the programs operated by DOES. Adult welfare participants in DOES programs averaged $5.27 an hour at placement and youth participants averaged $4.56 an hour. (DOES did not break its wage figures down by sex for 1983 programs but is expected to do so for current programs. Fifty-one percent of the PIC-controlled positions are held by women while programs under the supervision of DOES typically at 60% female.)

What these statistics and WOW's experience in the District of Columbia make clear is that the path to developing an effective, targeted training program for women under JTPA is not an easy one. Even a program of proven effectiveness, such as WOW's, is likely to face serious barriers. These difficulties, and the limitations to

effective service to women that they produce, are not apparent in JTPA statistics which show that participation goals for women and for AFDC recipients are being achieved. But they must be acknowledged and dealt with if JTPA is to meet its objectives for women. **JWA**

Recent Publications

Women, Work and Age: Policy Challenges, issued by the Institute of Gerontology of the University of Michigan at Ann Arbor, contains the proceedings of a conference on older women workers and their needs, held in April, 1984. It includes a brief description of several basic issues of importance, including age discrimination, the impacts of cuts in federal poverty programs, and early experiences under JTPA. The Institute's address is 300 North Ingalls Building, University of Michigan, Ann Arbor, Mich. 48109.

Statement on Structural Unemployment, presented by William Grinker to the Urban Unemployment Task Force of the National League of Cities, October 1, 1984, provides a good review of the kinds of problems and needs facing the long-term jobless, and presents a number of innovative strategies for dealing with their employment and training requirements. Options for job creation, training and improved access to jobs are highlighted. Together with the second round of the Grinker, Walker independent assessment of the implementation of JTPA (see December 19 *Alert*), these materials provide an excellent framework for evaluating existing government efforts in the training field, and for considering some alternative approaches. Contact William Grinker at Grinker, Walker and Associates, 1500 Broadway, New York, N.Y. 10036, 212/302-0540.

The JTPA Monitoring Guide, prepared by the Children's Defense Fund, is the most comprehensive manual available to help the public and community groups understand the basics of the JTPA system, and to provide them with the information they need to monitor its implementation and impact at the local level in an effective way. Cheryl Lynch of CDF is available to assist those interested in attempting some monitoring activities using the ***Guide***. Contact her at CDF, 122 C Street N.W., Suite 400, Washington, D.C. 20001, 202/628-8787.

Westat, Inc., a research firm doing analyses of JTPA under contract from the U.S. Department of Labor, is beginning to issue the results of several of its studies. Among those published most recently are ***Early Service Delivery Area Implementation of JTPA, State Level Implementation of JTPA,*** and ***The Organization of Title III of JTPA in Fifty States***. All three reports contain extensive data and analyses on issues that make up important elements of assessing JTPA's implementation and impact. The Title III report is one of the first efforts to describe programs and projects aimed at assisting dislocated workers. Contact Robert Cook at Westat, Inc., 1650 Research Blvd., Rockville, Md. 20850, 301/251-1500.

State Education and Coordination Grants: The Early Experience, issued by Public/Private Ventures, is a working paper examining the responses of twelve states to the portion of JTPA that provides an 8% set-aside for programs to improve the coordination of job training and education activities. It is part of a series of working papers being issued on state level JTPA impacts, and grows out of P/PV's foundation-funded effort to improve state level coordination. Contact the Resource Center, Public/Private Ventures, 399 Market St., Philadelphia, Pa. 19106, 215/592-9099. **JWA**